Hamilton, Ont. Board of Education.

Analysis of factors related to school board consolidation considerations

The Board of Education for the City of Hamilton

OFFICE OF THE
DIRECTOR OF EDUCATION AND SECRETARY

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1986 11 07.

Ms. Pat Cholach,
Hamilton Public Library,
55 York Boulevard,
Hamilton, Ontario
L8R 3K1

Dear Ms. Cholach:

As per your recent request, please find enclosed a copy of the report presented to the Committee to Study the Recommendation of the Macdonald Commission re the Amalgamation of Hamilton and Wentworth Boards of Education. The Board adopted the following resolution:

> "That the Board of Education for the City of Hamilton, having weighed all the information available to it at this time, is in opposition to Recommendation #4 of the Macdonald Commission Report (as it applies to Hamilton-Wentworth) as a means of financing education in our area."

Yours sincerely,

A. J. Krever,
Director of Education
and Secretary.

je

Enclosure.

Education Centre,
100 Main Street West,
Hamilton, Ontario.
1986 09 22

To the Chairman and Members,
Committee to Study the Recommendation
of the Macdonald Commission re the
Amalgamation of the Hamilton and
Wentworth Boards of Education.

Ladies and Gentlemen:

Re: Report of the Commission on the Financing of Elementary and Secondary Education in Ontario (the Macdonald Commission)

Among the 54 recommendations of the Macdonald Commission regarding the financing of education in Ontario, recommendation #4 reads as follows:

> **"We recommend, therefore that there be in Hamilton/Wentworth...one board of education and one Roman Catholic separate school board to serve (this) respective area". (see page 25)**

The following quote from the text of the report provides the justification for this recommendation.

> **"With the spread of urban centres into the surrounding countryside, there has been no clear geographical demarcation between boards. Governance and funding issues, as well as attempts to utilize available classroom space, are therefore often complicated by territorial imperatives. Moreover, by law, students have the right to attend the school nearest to home, thereby making boundary lines less useful for planning". (page 25).**

Recommendation #4 must be examined from a number of perspectives. There are implications for both the Hamilton Board of Education and the Wentworth County Board of Education affecting students, parents, trustees, ratepayers and staff. Some of the implications are presented in the attached paper developed jointly by staffs of both the Wentworth and Hamilton Boards of Education.

SUMMARY -

Over the past ten years, Ontario school boards have had to implement and service a large number of Ministry mandated programs. Trustees, senior officials and staff have been in a constant state of reaction to these Ministry initiatives.

cont'd. . . . .

The following is partial list of the recent directives:

- full funding to separate schools
- Bill 82 (a collective bargaining issue also)
- early and on-going identification of children with learning needs and abilities
- Bill 100
- Ontario Schools Intermediate and Senior
- Formative Years
- Bill 75.

There is little doubt that education in Ontario now requires a period of stability to permit trustees, staffs and senior officials to accommodate themselves to the plethora of changes which have been mandated over the past five years. The problems of merger will undoubtedly remove senior official and staff talent and energy from the prime function of school boards: providing education to students.

The Wentworth County Board of Education and the Hamilton Board are both of sufficient size in comparison to the Province as a whole that they are able to operate with reasonable efficiency and provide reasonable service to the students of this region. The problems which all boards of education in Ontario face regarding unrealistically low ceilings for expenditures for both elementary and secondary school students will not be solved by the merger of these two Boards. The lack of commercial and industrial assessment in the Wentworth County Board of Education region would remain after merger and municipal taxpayers in the City of Hamilton could very well be called upon to subsidize Wentworth County education. Wentworth and Hamilton's financial problems would be more appropriately solved through the Ministry providing a higher funding level to school boards through general legislative grants (perhaps to the 60% level recommended by the Macdonald Commission).

At the present time there is considerable variability in the amount of education tax paid by the residents of the various regional municipalities (see appendix "C").

The Association of Municipalities of Ontario reviewed the Macdonald Commission Report and prepared the following response to recommendation #4:

> **"The Association has no comment on the potential types of political jurisdictions for boards of education. However, while boards remain dependent upon the property tax base, AMO cannot support the province's efforts to escape its funding responsibilities for education by spreading the tax obligations of property taxpayers over expanding areas."**

The issues of separate school funding, french-language governance, market value assessments, the level of funding of education in the province as a whole and local governance of school boards must be clarified before any serious consideration is given to the issue of mergers of school boards.

This is one out of 54 recommendations of the Macdonald Commission Report and that Report is being addressed by ALSBO who will be submitting their response shortly, addressing such matters as governance, assessment, funding and other related matters.

Prepared by: P. Shewfelt, Manager, Accounting & Budget
A. Krever, Director of Education and Secretary

Submitted by: A. J. Krever,
Director of Education and Secretary.

attach.

ANALYSIS OF FACTORS RELATED TO

SCHOOL BOARD CONSOLIDATION CONSIDERATIONS

MACDONALD COMMISSION

Study re Amalgamation of Hamilton and Wentworth Boards of Education

(A) INTRODUCTION

The Macdonald Commission was established by Premier Davis in 1985 to study the methods of funding education in the Province of Ontario. One of the recommendations of this Commission indicated that effectiveness and efficiency could be addressed in designated city areas such as Hamilton and Wentworth through the amalgamation of the school boards on a regional basis. In studying the recommendation and reviewing the alternatives, it would appear that four possible forms of organization are available:

1. Status Quo

   The problems which need to be addressed under the present organization are those of accommodation in the growth areas of both Hamilton and Wentworth (Stoney Creek and Ancaster), and an inadequate funding base for Wentworth County. The County is basically residential-rural with a relatively small commercial and industrial assessment base. This problem could be alleviated by the Ministry of Education returning to 60% funding and by the establishment through the Ministry of reasonable ceilings.

2. Consolidation and/or Sharing of Services

   Rather than moving to a full amalgamation, the two Boards could be organized to work in a cooperative manner through the consolidation and sharing of existing services. This sharing could encompass the following:

   (a) special education
   (b) accommodation
   (c) program development and implementation
   (d) business functions such as purchasing
   (e) computer services
   etc.

   The Wentworth Board has expressed some concern regarding the purchasing of services but would be more favourably inclined to the sharing and cooperative development of appropriate services and programs.

3. **Two-Tier Governance**

This system would be similar to the structure presently being used across the Metropolitan Toronto area. Each member board would maintain its own Board of Education and a co-ordinating board would be established made up of representatives from the two present Boards of Education. The co-ordinating board would have responsibilities in specified areas such as:

(a) accommodation

(b) special education

(c) program development

(d) identified business support services, etc.

The advantage of this type of governance is that each municipality would be free to address priorities which are unique to its schools, but resource allocation would be possible across a broader regional base.

4. **Full Amalgamation**

This approach would involve the consolidation of both Boards of Education into a single Board of Education serving the entire Hamilton-Wentworth Region. This Board would then be conterminous with the Regional Municipality of Hamilton-Wentworth and the Hamilton-Wentworth Roman Catholic Separate School Board. The problems faced in amalgamation are:

(a) the funding base

(b) the extension of existing resources and programs to the full Region

(c) the integration and assimilation of two staffs and programs

(B) PROGRAM DELIVERY - HAMILTON & WENTWORTH BOARDS OF EDUCATION

An analysis of the program differences between the two Boards of Education indicate there is a great deal of similarity. The major areas which would require extension across the full Region are identified as follows:

Programs offered by the Hamilton Board of Education only:

- French Immersion
- Junior Kindergarten
- Compensatory Education
- Alter Ed - Elementary

Programs offered by the Hamilton Board of Education only - (cont.)

- Vocational Schools vs Integrated Schooling
- Lunchroom Program at Elementary Level
- Itinerant Physical Education
- Itinerant Music
- Planning Time - Elementary
- English as a Secondary Language (Elementary)
- Core French (30 minutes in Grade 4) (see note (d) below)
- Autistic Program
- Orthopaedically Impaired
- Research Services
- Summer School
- Sports Convenor (Secondary Schools)
- Affirmative Action Co-ordinator
- Staff Development Officer
- Information Services

The Wentworth Board of Education offers the following programs unique to its jurisdiction:

a) subsidized interscholastic athletic programs
b) early retirement incentive allowances
c) diagnostic centre
d) Core French (40 minutes Grade 4-8)
e) full transportation services

(C) ASSUMPTIONS CONCERNING ESTABLISHMENT OF AN AMALGAMATED BOARD FOR HAMILTON AND WENTWORTH

Goal

It is assumed through the recommendation of the Macdonald Commission that the intended outcome is the development of a more cost effective and efficient educational organization.

Premises

The following analysis is based on the premise that four assumptions are valid.

1. **Extension of Existing Service**

   The level of service delivered by each of the two Boards is, of course, varied and it is assumed that the present level of existing service will be maintained and that modifications and expansions in both systems would be necessary to ensure equality and fairness e.g., program, salary, benefits, equipment and supplies, etc.

2. **Integration of Personnel**

   In order to function effectively, a full integration of personnel and services will be necessary in the following areas:

   (a) administration
   (b) program support
   (c) custodial and secretarial assistance
   (d) union contract and maintenance
   (e) lunchroom and business supervisors, etc.
   (f) federations

3. **Philosophy and Policies**

   In order to establish a cohesive system, a common base of philosophy and policies will have to be established. The establishment of commonality may mean some minor and major changes in the program delivery strategies presently in place. Areas which will have to be addressed will include special education, operational policies, fiscal management, etc.

4. **Accommodation**

   At present there are accommodation problems in both the County and in the City and, in some cases, students are bused past the nearest school in order to attend a County facility. It is expected that present facility utilization and school boundary patterns will be revised to reflect geographic proximity to the residency of the students, subject to space availability.

Programme

The initiating analysis is based on the premise that such arrangements are valuable.

1. Examination of existing services

The level of services desired by each of the two bodies is, of course, varied and it is assumed that the present level of existing activity will be maintained and that modifications and enhancements in both systems would be necessary to ensure equivalent and fairness etc., programs, salary, benefits, equipment and supplies, etc.

2. Integration of Management

In order to function effectively, a full integration of personnel and services will be necessary in the following areas:

(a) administration

(b) program support

(c) contracts and financial assistance

(d) region contracts and assistance

(e) auditorium and facilities management, etc.

(f) libraries.

3. Philosophy and Priorities

In order to establish a cohesive system, a common base of philosophy and priorities will have to be agreed upon. The relationship of secondaries may then have effect and make changes in the program activity arrangements presently in place. Areas which will have to be examined will include, annual education, operations priorities, staffing management, etc.

4. Accommodation

A primary short-term accommodation problem is both the facility and in the fact that it was tenty, buildings are leased year, the nearest school in order to attract a County facility. It is expected that yearly facility utilization and school property patterns will be revised to reflect immediate programs for the remainder of the students, moreover to space availability.

(D) SCHOOL BOARD CONSOLIDATION IMPLICATIONS

The recommendations contained in the Report of the Commission on the Financing of Elementary and Secondary Education in Ontario must be examined from the perspective of the numerous implications which would be generated by full school board consolidation in the Hamilton-Wentworth region. Five broad areas of focus can be identified as follows: Cost Implications, Political Implications, Program Implications, Personnel Implications, and Accommodation Implications. Each of the five categories contains specific concerns, outlined below, which will require careful consideration in the responses to be submitted to the Minister.

1. Cost Implications

The economic impact of consolidation will be a major determinant in any decision reached. Comparative data very quickly reveals the discrepancy in per pupil expenditures which exists between the two boards. In the 1985 budget expenditures submitted to the Ministry, Hamilton reported net per pupil expenditures of $4,531 - Secondary and $3,793 -Elementary, while Wentworth's expenditures were $4,701 - Secondary and $3,357 - Elementary, producing expenditure differentials of $170 and $436 respectively.

At the same time, data reported by the Regional Municipality of Hamilton-Wentworth indicates that comparative average residential property taxes for education in 1985, based on a taxable assessment of $5,000, ($6,840 - Stoney Creek), varied significantly (i.e. Ancaster - $863, Dundas - $779, Flamborough - $837, Glanbrook - $808, Stoney Creek - $610, Hamilton - $544). School board consolidation could be expected to generate higher property taxes within the City of Hamilton as a result of shared industrial and commercial assessment revenues across the entire region and of the equalization of programs and services. New grant rate eligibility factors would undoubtedly be generated by the Ministry of Education in response to the changed local assessment situation. As well, the demands on the regional commercial/industrial assessment base probably will become more competitive if designated access to the assessment base is provided for Roman Catholic Separate School Boards as a result of Bill 30 deliberations.

Equalization of salaries and benefits can be anticipated to produce increased costs. Previous experience from the 1969 school board consolidation suggests that equalization occurs through red-circling and up-grading rather than through reduction in salaries and benefits. The teaching staff benefits packages alone would require an additional $1,500,000 for Hamilton teachers to be brought to the level of the Wentworth benefits base. (1985-86 Collective Agreements)

The melding of assets and liabilities is addressed under Section 54 of the Education Act with provision for board agreement or referral to the Ontario Municipal Board about the disposition of assets and liabilities. At the present time, The Wentworth County Board of Education has working reserves totalling $4,000,000 and the Board of Education for the City of Hamilton has working reserves totalling $5,000,000. Levels of indebtedness as of December 31, 1985 were: Hamilton - $7,500,000 and Wentworth - $1,400,000.

Obviously, the contracts and agreements which exist between each board and other organizations, companies, and/or services would be subject to the provisions of Section 54, as well.

2. Political Implications

Perhaps the most significant issue for political consideration is the fact that very limited response to the consolidation recommendation will likely emerge at Cabinet level unless both boards appear supportive. Minority governments are dependent on political compromise and the present government has repeatedly stressed the importance of local solutions as the means of ensuring reasonable outcomes. Local level political concerns will undoubtedly centre around the issue of trustee representation. Sections 56 to 59, inclusive, of the Education Act will require careful study in conjunction with the Regional Clerk's Office to ascertain the number of trustees and the distribution of representation across the entire area. Ward representation and electoral boundaries for elections-at-large will require adjustment. In the short term, Wentworth County representation will be significantly reduced. However, regional population forecasts indicate substantial growth in the suburban-rural communities during the remainder of the century with a slight decline expected in the Hamilton population base. Service and program expectations in the suburban-rural areas will emerge rapidly as political issues due to changes in the composition of the regional population base.

Fears will be expressed about lack of access and remoteness from the political process which often perceived problems in large school systems. It is important, however, to recognize that the combined student enrolment of a consolidated system is scarcely larger than the total enrolment in Hamilton schools in 1969 when the last school board consolidation occurred. Also to be acknowledged is further loss in public system population figures resulting from the impact of the funding extension to Roman Catholic separate school boards.

Involved in political considerations will be the adjustments required in Federation District structure and Union Local designation. Dynamic, internal system politics can be expected to be a factor of importance in the final position established by each board.

The issues of French language governance and the impact of Bill 75 will need to be scrutinized carefully. As matters currently stand, The Wentworth County Board of Education is expected to sustain a French Language Advisory Committee since it does not operate French Language Instructional Units of its own, whereas the Board of Education for the City of Hamilton will require a French Language Education Council and ultimately a French Language section of the board, with particular decision-making power under the legislation proposed.

Of some political consequence, as well, are the previous recommendations for school board consolidation which were not implemented in law or regulation. Recommendations in the Steele Commission Report which formed the basis for establishing the Regional Municipality of Hamilton-Wentworth should be reviewed as part of the context of any decision to be reached. Also worthy of review is the record of debate in the various regional municipalities concerning the One-Tier Government issue in the late 1970's.

3. Program Implications

It is in the areas of program breadth and provision of supplies and resources that students in the City of Hamilton experience material advantage over their Wentworth counterparts. Commitment to the principle of equal educational opportunity would necessitate the extension of existing Hamilton programs across the entire region, subject to the program review which would ultimately be required. Junior Kindergarten and French Immersion programs are two examples which come readily to mind.

Adjustments in the special education programs and structures would also be required since operating patterns reveal significant differences in approach between the two boards. However, long term co-operative relationships have developed amongst special education personnel in the area under the umbrella of the Council for Exceptional Children. Any philosophic differences which exist should not be insurmountable given goodwill and political commitment.

Of real concern, however, is the maintenance of program quality during a period of extension. Again the principle of levelling-up is more desirable from an educator's viewpoint than any reduction in program quality. Such an approach will inevitably generate higher initial funding levels than would be required simply to sustain the programs in their original form. Undoubtedly, planned phases of development could accomplish the orderly extension of existing programs to County areas not served previously.

The organization of inter-school sports programs might benefit significantly from consolidation initiatives. Considerable potential exists to structure competitive inter-school sports on a multi-conference or zone basis, thereby reducing travel.

Recent years have seen a number of co-operative endeavours among the program support staff from both boards. The English Interface Study, the Hamilton and District Science and Engineering Fair, the Young Authors' Conference, and the Industry Education Council are just a few examples of the interweaving of personnel and programs which already exist. Further consolidation in the areas of Co-operative Education, Adult Re-entry, and Continuing Education would reduce any duplication of service which presently exists.

4. Personnel Implications

The merging of staff groups must be carefully thought out. Successful integration is more likely to be accomplished by avoiding the temptation to reduce the staff complement by means other than attrition. Staffing costs can be expected to be somewhat higher initially, but the large numbers of staff members approaching retirement age may allow for a balancing and reallocation of staff. At the very least, senior administrative adjustments should be possible to accomplish relative ease during the next three to five year period. However, it must also be remembered that additional staff will be required for the maintenance and extension of existing programs and services. Even such ancillary service-providers as bus monitors and lunch room supervisors will be affected by maintenance and extension requirements.

As matters currently stand, approximately one-third of the employees of each board reside within the other board's area of jurisdiction. Expectations of system performance and knowledge of neighbouring system personnel is rather more extensive than might be apparent at first. Greater consistency on a regional basis would reduce the potential for inter-system whip-sawing which periodically characterizes the collective bargaining relationships in both systems. Equalization and standardization of collective agreement provisions relating to working conditions, fringe benefits, and salary levels would eliminate some of the artificial divisions which can cause negotiating difficulties for both boards. Consolidation may also help to reduce the nagging worries about potential conflict of interest situations.

A side benefit to consolidation would be the staff development renewal resulting from the interaction of new colleagues. System approaches may become fixed and self-serving through continued practice. The advantage to the involvement of an outside group stems from the kinds of fundamental procedural questions which must be asked. Each board has a unique and well-developed policy base tailored to existing circumstances. Changing conditions would demand an intensive review of the rationale for policy and procedure, an exercise which should benefit both parties.

3. Accommodations Implications

Physical plant inventory requirements would involve the determination of actual need for all of the instructional and non-instructional facilities operated by both boards. Obviously, two Board offices would not be required, but it is possible that a larger system would have to deploy its supervisory staff to decentralized area offices, thereby occupying space which might otherwise be surplus.

However, the re-alignment of the school transportation network and the redefinition of school boundaries could render some facilities surplus to system needs. Such possibilities may be of interest to the Hamilton-Wentworth Roman Catholic Separate School Board as a means of resolving its accommodations dilemma. An additional advantage would be a dramatic reduction in non-resident fee payment requests. Reasonable access from a school attendance area in one part of the region to a closer school in a neighbouring system would be virtually eliminated as a source of irritation and concern.

Given the fact that Wentworth now transports approximately 800 students daily from the escarpment area to schools in lower Stoney Creek, the redirection of students to Hamilton schools on the escarpment could forestall the need for costly secondary school construction for several years. With each new secondary school requiring 12 to 15 million dollars to build, such an approach is not to be lightly dismissed. Recent Ontario Court of Appeal judgments clearly suggest that access to a closer school in a neighbouring system cannot be denied if sufficient room exists. The reality of the situation is that education services can be provided more effectively and efficiently through redefinition of school boundaries and realignment of transportation on a regional basis.

However, one of the issues which will require resolution, if such an approach is followed, is the relocation of Ecole Georges P. Vanier from the Southmount facility to permit Wentworth County students to utilize the building along with south mountain area students from Hamilton. Access to Southmount for Wentworth students would simply re-establish a long-standing relationship which was terminated by the formation of the County Board, even though the right of attendance may have existed all along. Also involved in relocation would be students from the Hamilton-Wentworth Roman Catholic Separate School Board who presently attend Southmount under a short-term leasing agreement with the Hamilton Board.

While there will probably be other implications which emerge from consideration of the recommendation for school board consolidation, the issues outlined above should provide an ample base for serious discussion.

APPENDICES

APPENDIX 'A'

1986 BUDGET STATISTICS

STAFFING

	September 1, 1985		
	STAFF	ENROLMENT	RATIO
Elementary:			
Wentworth County	539	10,200	18.9:1
Hamilton Board	1,407	24,829	17.6:1
Differential	41		
Secondary:			
Wentworth County	410	6,160	15.0:1
Hamilton Board	983	14,753	15.0:1
Differential	Ø		
Administrative:			
Wentworth County	48	16,360	340.8:1
Hamilton Board	146	39,582	271.1:1
Differential	12		
Non-Administrative:			
Wentworth County	310	16,360	52.8:1
Hamilton Board	1,027	39,582	38.5:1
Differential	115		
TOTAL:			
Wentworth County	1,307	16,360	12.5:1
Hamilton Board	3,563	39,582	11.1:1
Differential	167		

APPENDIX 'B'

1986 BUDGET STATISTICS

FRINGE BENEFITS

	1986 Budget		STAFF		
Wentworth County	$4,275,000	÷	1305	=	$3,276
Hamilton Board	9,994,000	÷	3563	=	2,805
Differential	1,678,000				

SUPPLIES & SERVICES

	1986 Budget		ENROLMENT		
Wentworth County	$3,148,000	÷	16360	=	$ 192
Hamilton Board	8,369,000	÷	39582	=	211
Differential	304,000				

TRANSPORTATION

	1986 Budget		ENROLMENT		
Wentworth County	$4,731,000	÷	16360	=	$ 289
Hamilton Board	2,956,000	÷	39582	=	75
Differential	N/A				

BOOKS, FILMS & SOFTWARE

	1986 Budget		ENROLMENT		
Wentworth County	$ 644,000	÷	16360	=	$ 39
Hamilton Board	2,642,000	÷	39582	=	67
Differential	452,000				

NEW EQUIPMENT

	1986 Budget		ENROLMENT		
Wentworth County	$ 454,000	÷	16360	=	$ 28
Hamilton Board	1,824,000	÷	39582	=	46
Differential	299,000				

PERSONNEL TRAINING

	1986 Budget		STAFF		
Wentworth County	$ 82,000	÷	1305	=	$ 63
Hamilton Board	361,700	÷	3563	=	101
Differential	50,000				

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APPENDIX 'C'

HAMILTON/WENTWORTH ASSESSMENT COMPARISONS

SOURCES OF REVENUE (1986 BUDGET)

	Hamilton	Wentworth
Provincial Grants	30.4%	42.1%
Local Taxes	65.6%	57.0%
Other	4.0%	.9%
Total	100.0%	100.0%

LOCAL TAXES

Residential	- elementary	25.8 M	13.4 M
	- secondary	22.2 M	14.0 M
	- Total	48.0 M	27.4 M
		49.0%	74.1%
Commercial	- elementary	29.9 M	5.1 M
	- secondary	20.1 M	4.5 M
	- Total	50.0 M	9.6 M
		51.0%	25.9%

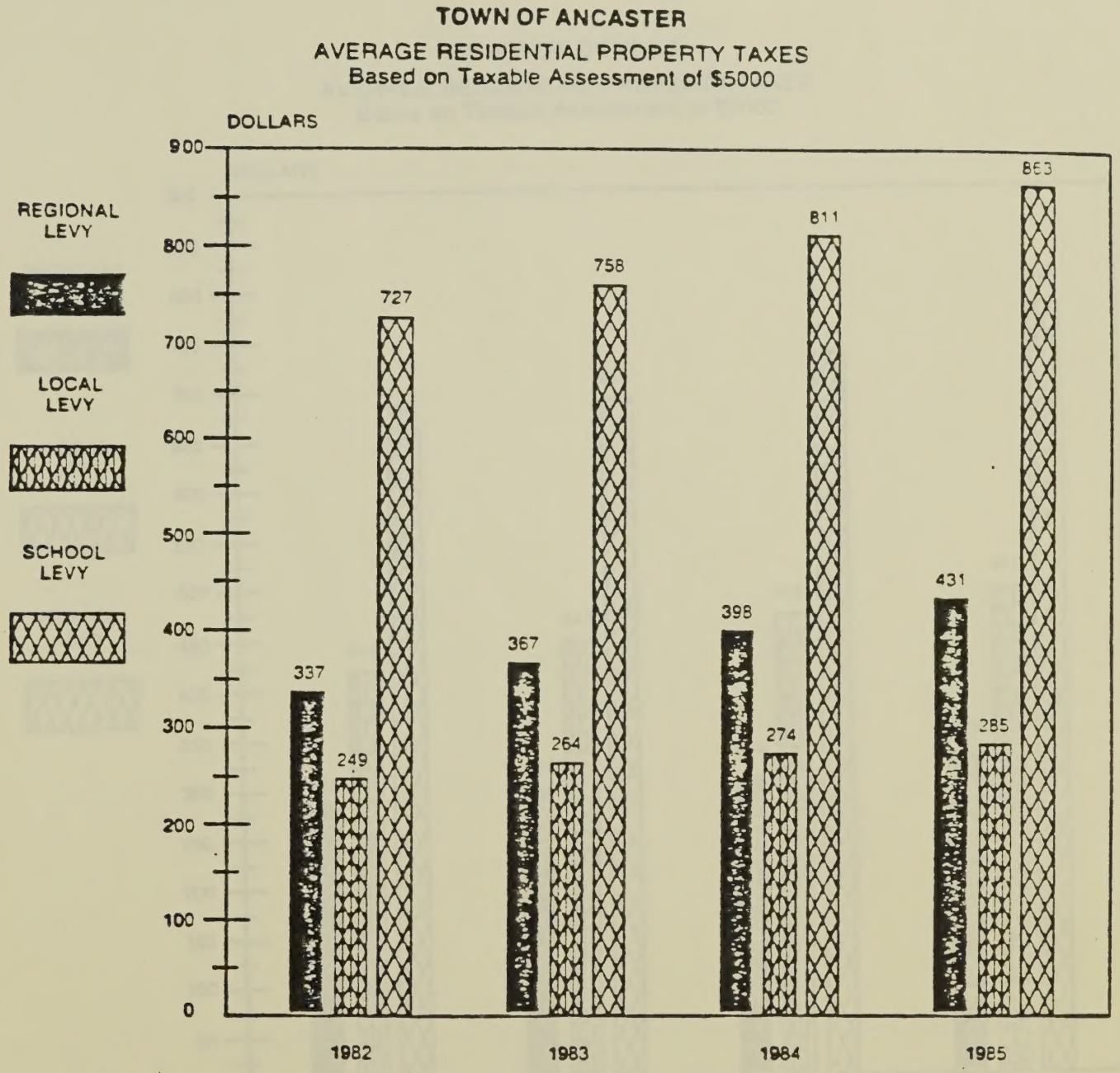
APPENDIX 'D'

RESIDENTIAL PROPERTY TAXES

SUMMARY

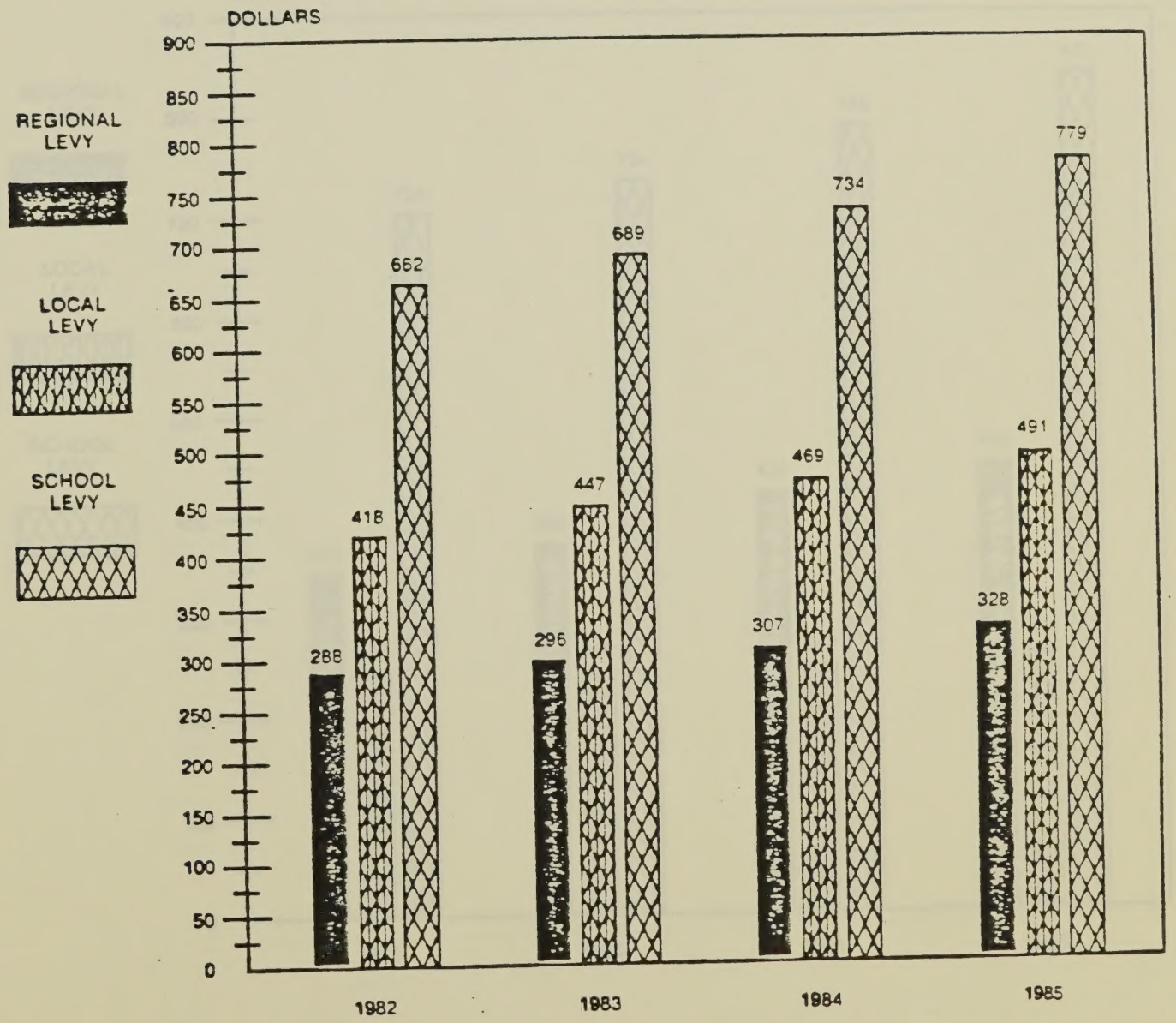
Municipality	1985 Equalized Assessment for Grant Purposes	1985 Education Taxes (Based on $5,000) Assessment
Town of Ancaster	$ 527,915,009	$ 863
Town of Dundas	492,839,763	779
Town of Flamborough	812,468,634	837
Township of Glanbrook	282,843,744	808
City of Stoney Creek	1,184,739,614	610
	3,300,806,764	
Hamilton	16,172,212,877	544
	$ 19,473,019,641	

SOURCE: THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH
1985 BUDGET



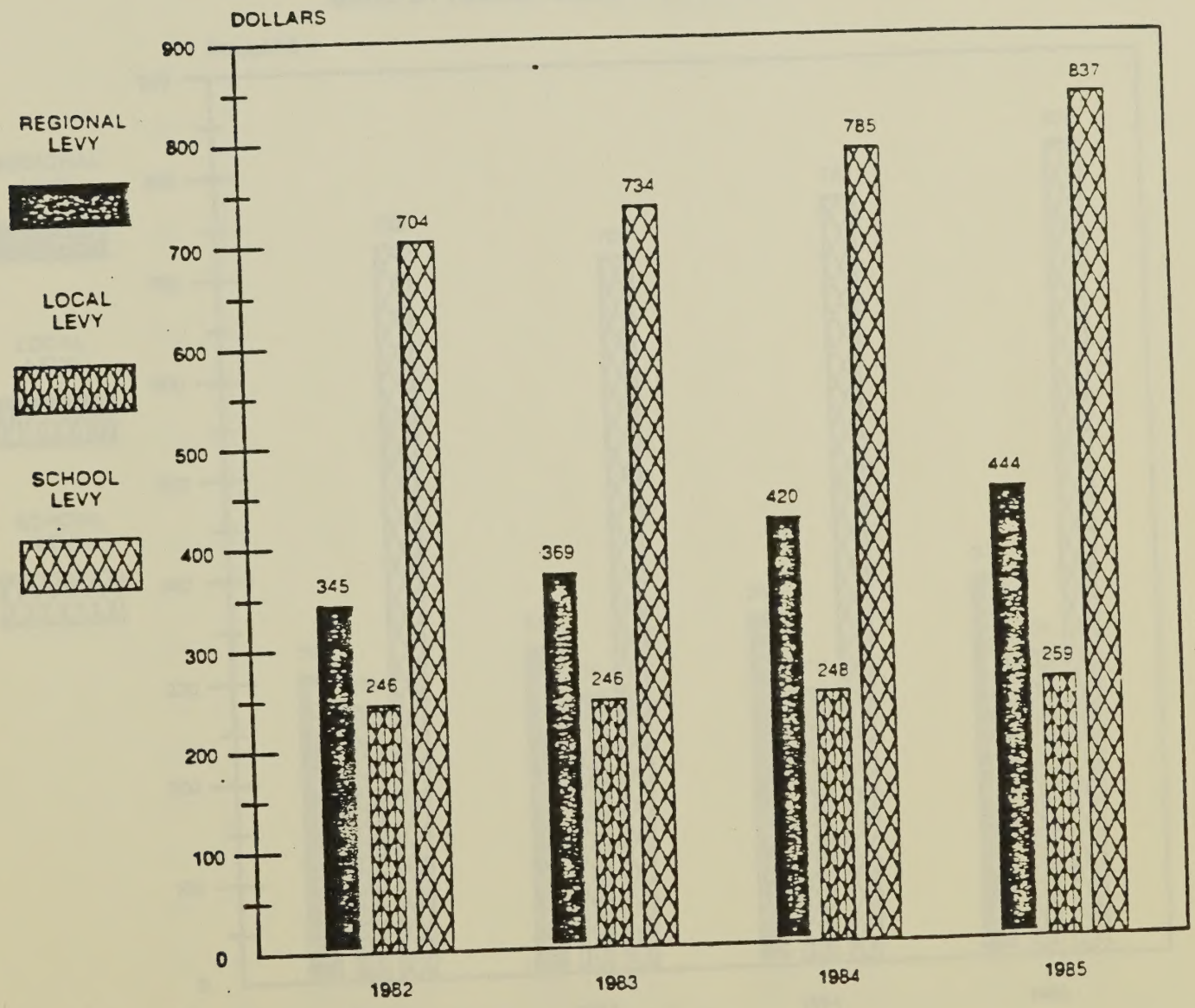
TOWN OF DUNDAS

AVERAGE RESIDENTIAL PROPERTY TAXES
Based on Taxable Assessment of $5000



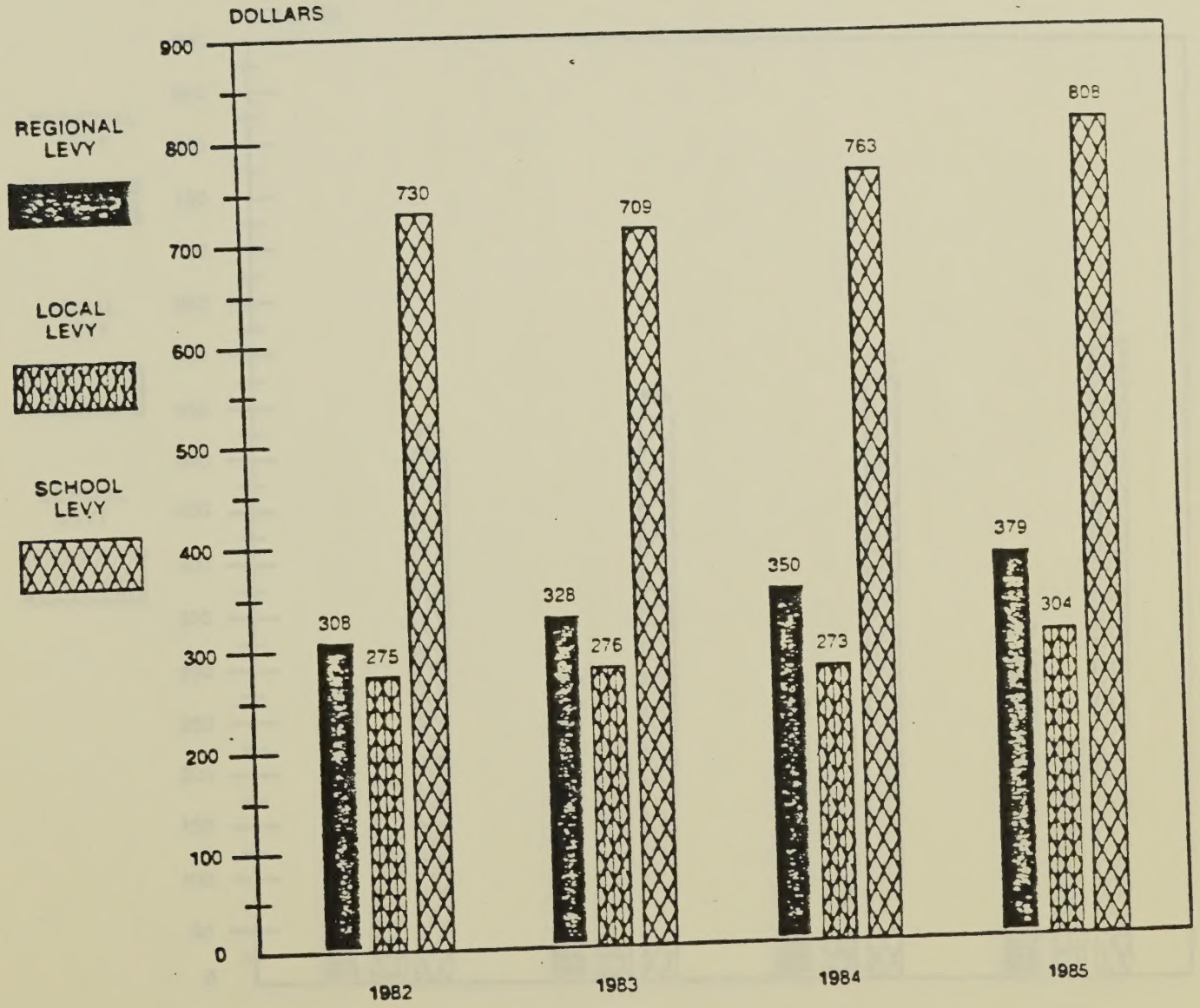
TOWN OF FLAMBOROUGH

AVERAGE RESIDENTIAL PROPERTY TAXES
Based on Taxable Assessment of $5000



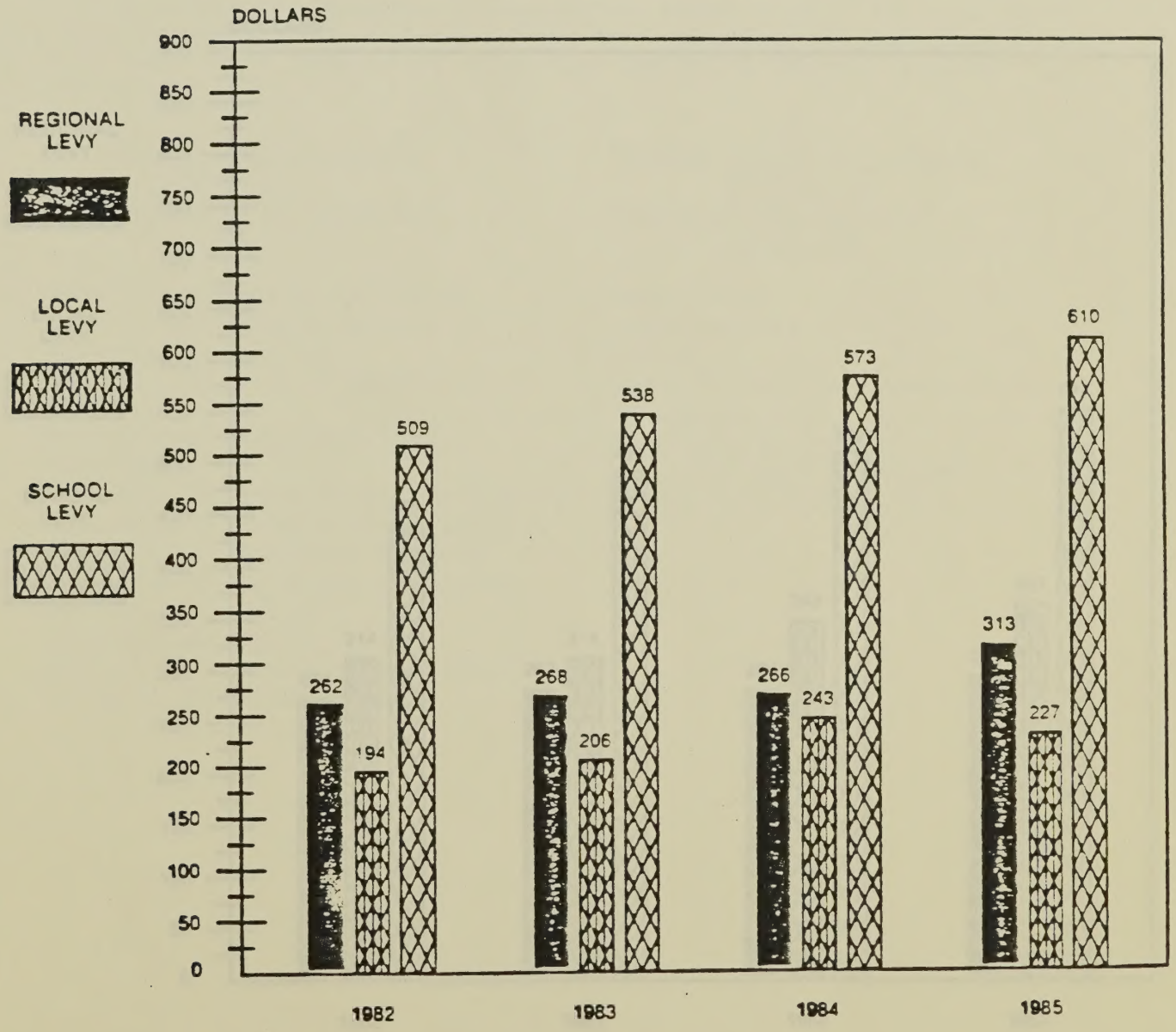
TOWNSHIP OF GLANBROOK

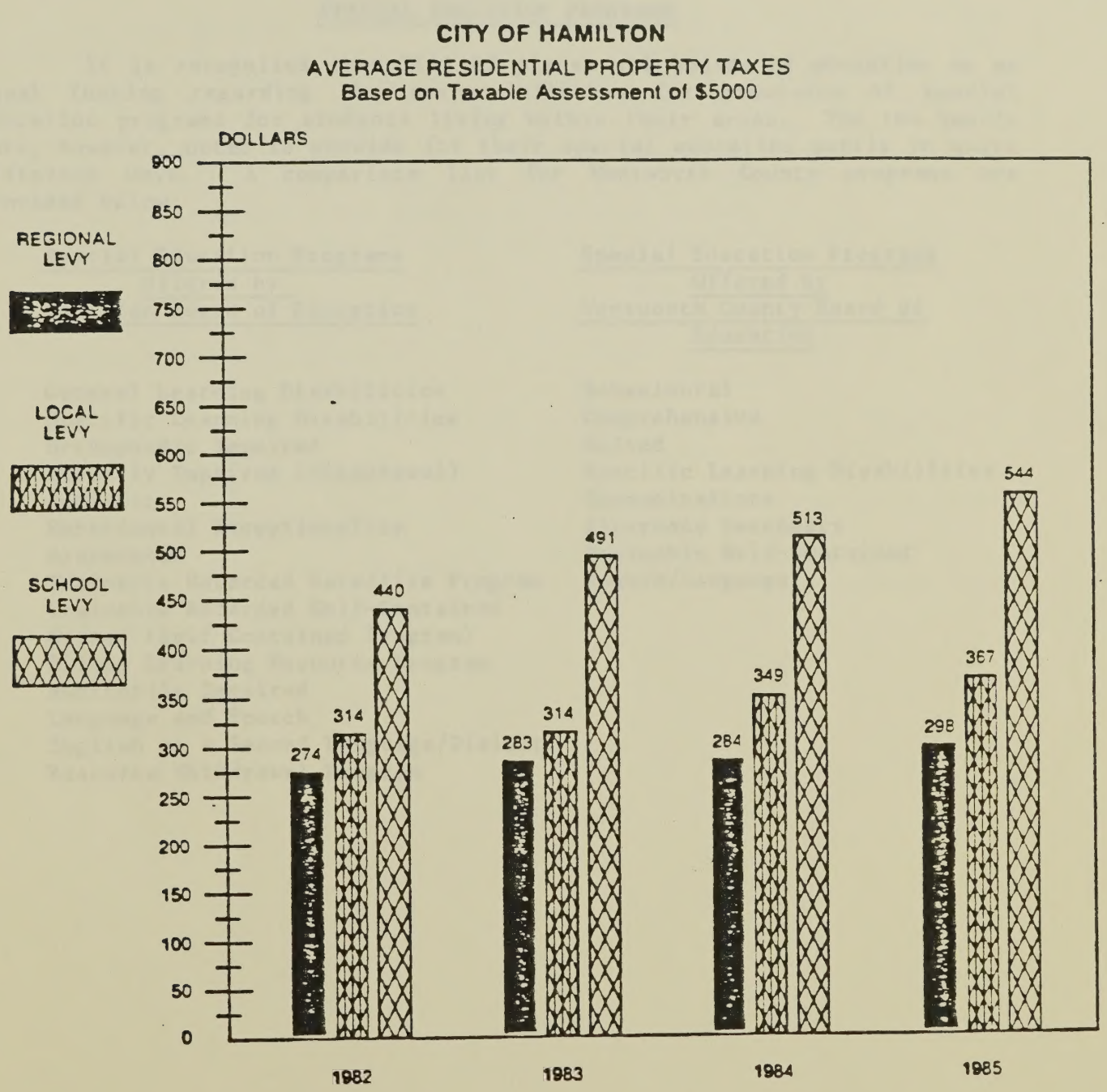
AVERAGE RESIDENTIAL PROPERTY TAXES
Based on Taxable Assessment of $5000



CITY OF STONEY CREEK

AVERAGE RESIDENTIAL PROPERTY TAXES
Based on Taxable Assessment of $6840




CITY OF HAMILTON
AVERAGE RESIDENTIAL PROPERTY TAXES
Based on Taxable Assessment of $5000
DOLLARS
REGIONAL LEVY
LOCAL LEVY
SCHOOL LEVY
900
850
800
750
700
650
600
550
500
450
400
350
300
250
200
150
100
50
0
274
314
440
283
314
491
284
349
513
298
367
544
1982
1983
1984
1985

Appendix E

SPECIAL EDUCATION PROGRAMS

It is recognized that Bill 82 places all boards of education on an equal footing regarding the responsibilities for provision of special education programs for students living within their areas. The two boards have, however, opted to provide for their special education pupils in quite different ways. A comparison list for Wentworth County programs are provided below:

Special Education Programs Offered by Hamilton Board of Education	Special Education Programs Offered by Wentworth County Board of Education
General Learning Disabilities	Behavioural
Specific Learning Disabilities	Comprehensive
Orthopaedic Impaired	Gifted
Visually Impaired (Withdrawal)	Specific Learning Disabilities
Autistic	Communications
Behavioural Exceptionality	Alternate Secondary
Assessment	Trainable Self-Contained
Trainable Retarded Satellite Program	Speech/Language
Trainable Retarded Self-Contained	
Gifted (Self Contained Program)	
Gifted Learning Resource Program	
Auditorily Impaired	
Language and Speech	
English as a Second Language/Dialect	
Resource Withdrawal Program	

Appendix F

SUPPORT SERVICES FOR TEACHING STAFF

Unique support services for teaching staff are provided in each jurisdiction. It is clear that much work in professional development could be as easily provided, for example, combined for an elementary staff of 1,800 as it could for a staff of 1,200 but problems arise in the amount of support staff available when individual or small group assistance is provided. To be effective and not spread so thinly as to have no impact, many present programs would have additional staff or experience a change in design and application. The numbers of persons serving in the respective position categories for 1985-86 are shown in brackets beside each category:

Support Services Offered by the Hamilton Board of Education	Support Services Offered by the Wentworth County Board Education
Affirmative Action Coordinator (1)	Subsidized Athletic Programs
Staff Development Program/Officer (1)	Attendance and Counselling Service
Information Services (1)	Psychological Consulting Service
Research Services (3)	Guidance Services
Curriculum Supervisors/Consultants (35.5)	Program Coordinators and Consultants (19)
Adjustment Services (16)	
Guidance Services (2)	
Psychological Services (12)	
Secondary Sports Convenor (1)	
Total 71.5	

Appendix G

COLLECTIVE AGREEMENTS WITH TEACHERS

Historically, since the inception of Bill 100, all boards of education have negotiated both salary levels and working conditions with their teachers. Considerable detailed analysis will be necessary to determine the true cost of merging the collective agreements of the two boards and their respective federations into one elementary and one secondary agreement. It is certain that federation negotiators will be very reluctant to give up previously won benefits. Trustee negotiators will also be very reluctant to provide benefits just because they are present in the collective agreement of the other jurisdiction prior to merger. Some of the unique characteristics of the collective agreements for each jurisdiction are found in the following list:

Elementary Panel Collective Agreement Characteristics (1985-86)

	H.B.E.	W.C.B.of E.
Principals' maximum salary	$55,207	$57,244
Teachers' maximum salary	$46,399	$46,773
Teachers' release time	90 min/week	0
"Working Conditions" clause	yes	yes
Seniority rule for redundancy	yes	yes
Paternal leave clause	yes	yes
Employee benefits @ 100%	O.H.I.P. Semi-private Extended health Group Life	O.H.I.P. Semi-private Extended health Group Life Dental Plan
Four Over Five Plan	yes	yes
Grievance Procedure	yes	yes
Early Retirement Incentive Plan	no	yes

Secondary Panel Collective Agreement Characteristics (1985-86)

	H.B.E.	W.C.B.of E.
Principals' maximum salary	$60,835	$61,442
Teachers' maximum salary	$46,399	$46,387
Teachers' release time	25% S.I.T.	12.5%
"Working Conditions" clause	yes	yes
Seniority rule for redundancy	yes	yes
Paternal leave clause	yes	yes
Employee benefits @ 100%	O.H.I.P. Semi-Private Extended Health Group Life	O.H.I.P. Semi-Private Extended Health Group Life Dental
Four Over Five Plan	yes	yes
Grievance Procedure	yes	yes
Early Retirement Incentive Plan	no	yes
Supply Pool Staffing	yes	no

Appendix B

COLLECTIVE AGREEMENTS WITH TEACHERS

Retrospectively, since the Inception of Bill 100, all boards of education have negotiated both salary levels and working conditions with their teachers. Considerable detailed analysis will be necessary to determine the true cost of trading the collective agreements of the 200 boards and their respective teachers into one elementary and one secondary agreement. It is certain that federation negotiators will be very reluctant to give up previously won benefits. Teacher negotiators will also be very reluctant to provide benefits that because they are trades in the collective agreement of the other bargaining units in Ontario. Some of the salient characteristics of the collective arrangements for each bargaining unit are found in the following list.

Elementary Teacher Collective Agreement Characteristics (1972-73)

	B.T.E.	B.C.E. of T.
Principals' minimum salary	[illegible]	[illegible]
Teachers' maximum salary	[illegible]	[illegible]
Teachers' travel time	90 min/week	0
"Working conditions" clause	yes	yes
Seniority rule for redundancy	yes	yes
Internal leave clause	yes	yes
Employee benefits & 100%	O.H.I.P.	O.H.I.P.
	Semi-private	Semi-private
	Extended Health	Extended Health
	Group life	Group life
Four Year Five Plan	yes	yes
Criterion Procedure	yes	yes
Early Retirement Incentive Plan	no	yes

Secondary Teacher Collective Agreement Characteristics (1972-73)

	B.G.E.	B.C.E. of T.
Principals' maximum salary	[illegible]	[illegible]
Teachers' maximum salary	[illegible]	[illegible]
Teachers' travel time	[illegible]	[illegible]
"Working Conditions" clause	yes	yes
Seniority rule for redundancy	yes	yes
Internal leave clause	yes	yes
Employee benefits & 100%	O.H.I.P.	O.H.I.P.
	Semi-private	Semi-private
	Extended Health	Extended Health
	Group life	Group life
Four Year Five Plan	yes	yes
Criterion Procedure	yes	yes
Early Retirement Incentive Plan	no	yes
Supply Teacher Bargaining	yes	no

Appendix H

ACCOMMODATION: ELEMENTARY

Over the past several years the Hamilton Board of Education has pursued a policy of elementary school closures to take into account declining elementary enrolment. Between 1976 and 1985, seventeen small schools have been closed sometimes despite substantial public opposition. As of September 1985, the Hamilton Board of Education operated 69 elementary schools with a total population of 24,542: (September 30, 1985 average school size of 356 pupils). The number of elementary schools operated by the Hamilton Board of Education with less than 150 pupils is four: less than 6%. The Wentworth County Board of Education operates 42 elementary schools with a total population of 10,200 (average school size of 243 pupils). The number of elementary schools operated by the Wentworth County Board of Education with less than 150 pupils is ten: 24% of the elementary schools as of September 1985. If these two boards were merged, it may be that some re-organization of attendance areas should be considered.

Appendix I

ACCOMMODATION: SECONDARY

(a) The issue of full funding to separate schools places secondary organization in a period of transition and the full impact of this change in legislation will take several more years to be seen. It is certain that changes will be required in the region as a whole. It may be, in this transition, the public ratepayers would prefer to have a more localized representation to deal with their interests.

(b) The Hamilton Board of Education, over the past several years, has closed three secondary composite and one secondary vocational school in response to declining enrolment. The secondary composite average school size in September 1985 was 1130. It is anticipated, that with stabilizing elementary enrolments, the secondary enrolments will also stabilize within 5 years and that the average size of the 11 English language schools will remain above 1000. The secondary vocational school enrolment at 1942 provides an average school size of 324. Full funding is not expected to affect the size of the vocational school (6 schools) program and a modest decline is expected to occur over the next few years with stabilization occuring at approximately 1750 students (292 per school).

(c) The Wentworth County Board of Education operates seven secondary schools with a total of 6160 students (an average of 880 students per school in September 1985). It is believed that some further decline in the Wentworth County Board of Education secondary enrolment is to be expected as a result of declining birth rate and full funding. It is also expected that this decline will ultimately turn around as a real estate boom develops in the late 1980's in the western Lake Ontario region.

Appendix J

SENIOR OFFICIAL ORGANIZATION

The lists below, for each board, indicate the current staffing in senior positions of responsibility for each board. If the boards were merged, considerable ingenuity would be required to fit the new administrative structure together from the two fully functioning present systems.

SENIOR OFFICER POSITION TITLES: 1985-86

a) Hamilton Board of Education

Director
Superintendent of Curriculum and Special Services
Superintendent of Operations
Secretary-Treasurer and Business Administrator
Associate Superintendent of Curriculum and Special Services
Area Superintendent (6 positions)
Deputy Business Administrator
Deputy Administrator (Buildings)
TOTAL: 13 positions

b) Wentworth County Board of Education

Director
Superintendent of Schools (Western)
Superintendent of Schools (Eastern)
Superintendent of Schools (Secondary)
Superintendent of Program
Superintendent of Business and Finance and Treasurer
Superintendent of Plant
TOTAL: 7 positions

Appendix K

TOTAL EXPENDITURES

The table below lists the amounts, for 1985, spent by each board per pupil.

	Hamilton Board	Wentworth County Board	Difference
Total Amount Per Elementary Student	$3,793	$3,357	$436
Total Amount Per Secondary Student	$4,531	$4,701	$170

The above table indicates that some change in emphasis may occur related to per pupil expenditures between the elementary and secondary panels if the merger goes forward. If expenditures rise to the higher level in both cases it is possible that the increased cost in elementary would be about $436 per pupil times the Wentworth elementary enrolment: 9,980 ($4.4 million) and the secondary increased cost would be $170 times the Hamilton secondary enrolment: 14,748 ($2.5 million).

Appendix L

WENTWORTH COUNTY RESOLUTION

O.P.S.T.A. Position

The O.P.S.T.A. believes that any amalgamation of local school boards should be a local decision taken only after extensive investigation. O.P.S.T.A. notes that the Commission has not investigated the problem of representing rural constituents on such combined school boards nor the effect such a merger might have on property taxes. O.P.S.T.A. is strongly opposed to any provincial mandate merging of school boards.

The Wentworth County Board of Education has very carefully weighed all of the recommendations at hand concerning amalgamation. It is the Board's position that the Ministry of Education should convene public hearings in each of the municipalities affected before a decision is made because this recommendation constitutes a major change in local education delivery structures. As a result of these meetings, the Wentworth County Board of Education would be in a much better position to present a point of view reflective of the desires of its ratepayers.

Official Resolution passed by the Wentworth County Board of Education July 16, 1986.

"That the Wentworth County Board of Education respond to the Ministry of Education stating that we have weighed all of the information at hand concerning amalgamation, and because we feel very strongly that this is a rather major move in local education, we feel that the Ministry should set up public meetings in each of the municipalities before a decision is made. As a result of these meetings, the Wentworth County Board of Education would then be in a better position at that time to give a point of view."

REACTIONS FROM OTHER BOARDS

"That there be in Windsor/Essex, London/Middlesex, Hamilton/Wentworth, and Ottawa/Carleton one board of education and one Roman Catholic separate school board to serve each respective area."

London Board of Education

- In the London Board's submission, it emphasized that the board should be left for the local people to decide, rather than being dictated by the Province.

Middlesex Board of Education

- In the Middlesex County's submission, it opposed amalgamation, and it felt the school board should stay at the county level.

Ottawa Board of Education

- The Ottawa Board of Education supports amalgamation.

Carleton Board of Education

- The Carelton Board of Education is opposed to amalgamation. Both are big boards, and offer comprehensive programs, but it believed taxes would increase from 15%-30%.

Windsor Board of Education

- The Windsor Board of Education has requested that there be further study to determine the feasibility of combining these two school boards.

Essex Board of Education

- No response available.

4. **That there be in Windsor/Essex, London/Middlesex, Hamilton/Wentworth, and Ottawa/Carleton one board of education and one Roman Catholic separate school board to serve each respective area;**

Comments

A) Student Oriented:

- Fatigue due to increased time that would be spent in bus transportation.
- Difficulty coping with a new education environment. Loss of emotional attachment to a traditional local school setting could result in increased peer pressure and teenage depression.
- Student drop out rate, once legal age attained, could increase.
- Reduced time available to assist with home responsibilities and to gain economic remuneration in the workplace.
- Reduced opportunity to become involved in co-curricular school activities; to receive additional academic/technical assistance when deemed necessary; and to complete assigned homework on time.
- Diminished student self-esteem could occur.
- Increase in transportation safety concern (especially during hazardous weather conditions).
- Greater number of co-curricular activities from which to select.
- It is an error to think of education only in terms of the number of courses which can be offered. The students' development of self-worth is essential before they can make use of these tools of learning. The feeling of belonging in ones own community helps to promote an image of self-worth.

B) Community Oriented:

- Possible school closure would have devasting effects on local communities. Parental population shift (in order to accompany students to their "new" school area) would result in a reduced level of economic support for local businesses; loss to recreation; reduced employment; loss to family unity; and loss to community participation.
- Additional financial and human costs to parents involved in providing private transportation in order that their students could attend certain school sponsored functions.
- Potential loss of family income if a medical problem required a working parent to leave the workplace to visit a school.
- School is more than an institution. It is a community and social center.
- New sociological way of thinking for both urban and rural people would be required.
- Changes in local taxation arrangements would benefit some municipalities at the financial expense of others.
- Guaranteed maintenance of "unique" interests, values; and ideals of rural people a prerequisite to any possible change.
- With separate school funding now in place we feel that the Public and Separate School systems in Glencoe and Parkhill could join forces to ensure that those two High Schools remain operating. We all know the closure of those two schools would be devastating to their communities.
- A negotiated settlement to amalgamation is best.
- Most county taxpayers are not well enough versed on the implications of amalgamation.
- Most people in the County would vote NO to a referendum, because of their fears of being totally consumed by the huge London Board of Education.
- Children will be working in the city and must prepare for that.

B) **Community Oriented:** (cont'd)

- Amalgamation leads to annexation.
- People of Lambeth should ask for annexation and not amalgamation.
- Obviously there is need for more information. Has the Board considered a joint committee with London to answer some of the questions?
- Rural friends who live in areas of the province where there are combined city-rural boards have told us sad stories of what happened to farm children when the teachers went on strike. We like to think that the reason we have had no teacher strike in Middlesex is because the board is smaller.
- This suggestion of amalgamation has so many detrimental aspects involved, and there is so little logic on its side, it is difficult to believe it is been seriously considered.
- The major concern is the loss of control over educational policies, practices, and procedures that it represents for people living in the County. The strong feeling is that rural/small town issues and concerns may not be adequately represented and/or easily overruled. Fear that a largely urban Board will not be as sensitive to the intricacies and anomalies of rural/small town education . There is already a feeling in some parts of the County of isolation from the educational processes and the fear is that a move to an amalgamated Board would serve to enhance the feeling of rural isolation and alienation from the powers that be.
- When an unbiased Commission comes to the amalgamation conclusion four times over across the province that is pretty significant. The bottom line is to run an efficient shop that properly serves taxpayers and students and not be fussing about where the board office is going to be or how many representatives you have.
- It is important to separate the two issues, because (a) amalgamation would not necessarily lead to (b) school closure.
- The work ethic is strongly engrained in these rural youth. Farm kids are expected to participate in the family enterprise. They are in fact, a necessary labour force on today's farms. Farm families also value education. Can the two be combined when the site of their schooling is 20 to 30 miles away?
- In the case of reallocation of students to other schools, rural students may be placed in city schools. This may cause social discrimination against the minority rural school population.
- The Macdonald Report aims to make the education system more economical. We feel that amalgamation would only be more costly. It seems that the bigger the system the greater the per pupil cost of education. In our smaller system the trustees are in closer contact with, and thus are more directly answerable to the ratepayers.
- There is still a clear, geographic demarcation of these boards. Ottawa/Carleton has a problem; we've just been added in since it's a similar geography, but the geography is not a problem.
- One must seriously consider the economies of size and weigh these economies against the grassroots control or perceived control of smaller, more regionalized Boards. The direction of the future should be decentralization in education rather than further centralization.
- It seems strange tht in these days when the rights of the individual are constantly being protected with a Charter of Rights, that the Ministry of Education could put forth such an idea as the amalgamation of a county board (Middlesex) with a city board (London), with total and complete disregard for the rights of the individual students concerned.
- Parents would experience disruption in the family routine caused by children departing earlier and arriving later each day.

C) Program Oriented:

- Programs developed in the county to meet the identified needs of rural based students reflect the "uniqueness" of the County Board System. These could be lost completely or altered to parallel urban programs that were developed without county interests in mind.
- Revenue could be siphoned off in such a way that high enrolment areas would gain at the expense of lower student populated areas; hence an inequality of services and programs could develop contrary to the Report's goal of equality of educational opportunity.
- What we have in programs is what we want; maintain the status quo. If that is impossible then a compromise in taxation in order to preserve the current education system is required.
- Greater number and diversification of programs and resources would be available in those subject areas not currently provided for in the county.
- Programs and services are and can be purchased from neighbouring boards when the situation warrants their purchase.
- No guarantee that all programs would be made available to those county students who requested them.
- The number and depth of extra-curricular activities could be affected, to the detriment of students, in each panel.
- Rural children are being short changed in certain programs (i.e. the Arts, French as Second Language, Computer Studies).
- Bill 30 will continue to cause Secondary School enrolment to decline and create negative effects on program.
- Amalgamate so children can become bilingual.
- Special needs of the handicapped have been addressed at Medway High School. Nowhere else in Ontario would my child have received such support. Do not compete with London. Cooperate rather than amalgamate.
- If we join boards I really don't think we would get shop, home economics, instrumental music etc., for our students in rural areas because it is just too expensive to do this type of thing.
- Two teacher associations meet on a regular basis to discuss, organize and plan the curricular and co-curricular athletic programs offered throughout the Middlesex County system. The Elementary Interschool Sport Association has at least one representative from each school and at the secondary level the Middlesex County Athletic Conference has two representatives involved from each school. This distribution allows every school a voice in the program in which they are involved -- an advantage not possible in a larger system which is forced to place individuals from select member schools to represent the entire system, thus ensuring a loss of total representation.
- To ensure communication between athletic directors, principals and senior administration, an Athletic Policies and Procedures Council meets three times a year. This group, composed of all principals (5), 7 athletic directors, and 3 Central Board office staff members, reviews operating procedure and policy. This liaison group is unique to Middlesex County and is very effective due to its size and representation from all levels. The decision-making process is extremely efficient since all concerned groups meet together as a total unit.

C. **Program Oriented:** (cont'd)

- The music program in Middlesex County elementary schools is highly respected all across Canada. It is different from what is being done in the London schools and it is the envy of many teachers because it uses music specialists who teach only music to all of the children in the schools. By using music specialists, the Board has insured that the quality of instruction is higher than in most other jurisdictions where classroom teachers teach music from kindergarten to grade eight.
- The County Music Program Planning Guides have been requested by teachers from all across Canada.
- If amalgamation with the London Board of Education occurs, this program might disappear from the County schools. The best solution would be to include the program in all of the London schools to the benefit of all pupils.
- In Middlesex County the quality of education would suffer if joined with the city. For example, London annexed areas of the county in the sixties when county residents were promised sidewalks, sewers, etc. Twenty-five years later, many annexed parts are still waiting for these equalizers, while paying higher taxes for 25 years.
- The Middlesex County Board of Education employs Speech-Language Pathologists. They have had three or five years of specific training plus a minimum of two hundred and seventy-five hours of supervised clinical experience in the diagnostic evaluation, treatment and management of disorders of speech, language, voice, resonance, articulation and fluency. They work with individual and sometimes small groups of pupils who present a variety of communicative problems which range in degrees of severity. The Board of Education for the City of London, on the other hand, employs Speech-Language Pathologists to work only with their Trainable Retarded and Hearing Impaired populations. Special Education teachers, with minimal course work in the areas of speech and language disorders, work with the other communicatively disabled children, sometimes in rather large groups. We are most concerned that the students of Middlesex County be allowed to continue to receive the quality and quantity of service to which they have become accustomed.
- The French program offered in Middlesex stresses an itinerant specialist approach rather than the generalist approach followed in London.
- On the positive side of amalgamation we feel that there may be more consistency of curriculum and standards. This may make transfer of students moving from one school to another easier.
- Smaller boards are more flexible in programming and our board have a better collegial relationship with the staff.

D) Personnel Oriented:

- Different Board philosophies exist concerning the transfer of personnel in Positions of Added Responsibility.
- Trustees must consider personnel within the school when transfers are under consideration.
- Unfair advantage would be gained by personnel employed by the urban board when engaged in competition for promotion with county board personnel.
- Larger geographic area would increase work load and time requirements. Sufficient numbers of personnel would be required to make sure that the current high quality of education is at least maintained in county and city schools.
- Safeguards for all staff, teaching and non-teaching, over salary, transfer, promotion, and employee benefits would be necessary to maintain positive morale.
- Possible school closure would lead to increased busing costs and increased stress on system personnel.
- County teachers remain for many years in the same school. Opportunities for mobility are increased by an amalgamation of the two school boards.
- Teachers are better able to identify with students' needs, as well as community needs and expectations when they are allowed to teach in the same school or area of the county for an extended period of time.
- Teachers' contracts in Middlesex County contain a retirement gratuity clause not existent in the London contract. Would this be lost?
- If the amalgamated board resulted in some of the smaller schools losing their vice-principals, the service to the students, staff and communities of these units would be affected negatively. The vice-principals of Middlesex County have an investment of time, energy and experience in learning the unique needs of the system and have over time developed the skills and attitudes necessary to address the particular needs of this area.
- Teachers would have greater options and could transfer closer to home.
- We should be realistic in producing contingency plans to negotiate to protect the rights of our membership.

E) Board Oriented:

- A totally equitable amalgamation is fine but if it means being swallowed up then forget it. The bigger the board the greater the likelihood that money will be wasted.
- Bus urban students to rural schools if amalgamation is the answer. Transportation changes would present additional and unnecessary problems.
- A small rural school looks to be of no consequence when viewed from an urban center with a population in excess of 250,000 citizens.
- If amalgamation occurs, will it be a negotiated process in order to ensure rural interests and needs are maintained?

E) **Board Oriented:** (cont'd)

- Serious loss of local autonomy, control and decision-making capabilities by the smaller board would occur.
- A larger board is likely to exhibit a lack of understanding, appreciation, perhaps interest in the needs of a smaller system.
- Historically, smaller educational jurisdictions appear to have enjoyed closer personal relationships among those having a part in the system including pupils, parents, teachers, administrators and trustees.
- Urbanization (sprawl) into rural areas (1969) caused problems of unclear boundary lines for boards and led to governance (a board's decision-making authority) and funding issues; as well as discussion over the availability of classroom space. These concerns would supposedly disappear and planning made easier and more efficient through a consolidation.
- By law, students now have the right to attend the closest school; therefore, boundary lines are not overly effective for planning.
- Amalgamation may be good for Northern Ontario (lower numbers, greater distances).
- London and Middlesex Separate School Board already exists. There is no need to change boundaries.
- Boundaries argument is invalid since accessibility to local school is guaranteed by the Education Act.
- Relatively low numbers go out of area now.
- Shift in secondary school choice of schools will cause increased planning problems on an annual basis.
- Per pupil cost of educating students in county will likely be increased.
- One large, united Board could create a much better negotiating power with the Ministry in Toronto over allocation of grants and funding.
- The Board should seek an open dialogue with the London Board and Ministry Officials to ensure that the county taxpayers receive certain guarantees if amalgamation does take place.
- Concerning equal representation - all trustees look after all students.
- It has been the policy of the London Board to close schools which drop below prescribed enrolment numbers, and we believe that two of the secondary schools would have enrolments below the London Board's magic figures. But the London Board does not really appreciate the fact that these schools are an important focus to the communities which they serve and to close these schools would have a detrimental effect on the community. These schools not only serve the academic needs of the students very well with their solid curricular program, but also they serve to meet many community needs with their continuing education programs and recreational offering in the evenings.
- County interests cannot be maintained as a result of an adjusted trustee representation on a newly constituted board. The Canadian Constitution and Bill of Rights emphasize the need for protection of minority rights. An amalgamation would place county trustees in a position of being representatives of a minority group; that is, county ratepayers. How can such an unequal representation guarantee that rural, county interests will continue to be heard and acted upon?

F) Finance Oriented:

- Increased financial costs could be incurred in busing students further distances.
- Amalgamation could alleviate school boundary concerns and cause a reduction in the Board's administrative salary expenditures.
- Economies of scale are not likely to result in the anticipated cost savings since county residents probably would demand many expensive, new programs.
- Small board that existed prior to 1969 was less costly to operate than current board. To enlarge at this time would put a terrible strain on small municipalities financially. Smaller is better than bigger.
- Increased separate school funding and the creation of French language Boards will cause an evaluation of the scope and size of boards in future.
- Economic efficiency is in conflict with educational effectiveness. We must not forget about the well-being of our kids.
- Possibility of economic advantages in an amalgamation exist, although sometimes they tend to evaporate when bigger is better goes into actual practice.
- Custodial and secretarial wage scale is less than in London. Who is expected to pay for the increase under an amalgamation?
- If an amalgamation occurs, taxes shift slightly to a higher rate.
- There is a slight increase in the sharing ratio of assessment.
- A reduction in operating costs is beneficial. We cannot afford two school systems with double administrators from Directors to Vice-Principals.
- Historically, the per student expenditure has been greater in a larger education system. A comparison of the actual number of administrators employed by each board would assist in the decision-making process.
- If the Report's new funding recommendations and recommendation 7 are followed, the economic reasons may be minimized.
- The Middlesex County Board of Education budget is currently 47 Million for 10,700 students and the London Board 166.5 Million for 41,000 students. These figures alone should indicate that we in the County cannot possibly have the same resources and programs available to our students as the London students have.
- To complete the picture that ratepayers must consider, we should examine the future funding of education.
- There is some discussion of a plan to change the tax system and it seems increasingly obvious that both London and the County would be safer in the future if they were united when grants were being determined.
- If the High School will be closed by an amalgamated board for cost cutting alone, the figures involved must be studied very closely.
- Middlesex County's athletic schedule itself could be hindered if combined with the city. An already costly transportation necessity (in time out of school and dollar drain) could substantially increase for County schools; as well, the city schools' transportation demands would conceivably increase if visits into the county areas became a reality.
- Since it has cost more per student for education in London than Middlesex County from 1969 until 1986, we would be the losers as well as picking up the tab for London's expensive education office centre.

EXECUTIVE SUMMARY

RESPONSE TO THE COMMISSION ON THE FINANCING OF ELEMENTARY AND SECONDARY EDUCATION IN ONTARIO

- The financing of elementary and secondary education in Ontario should be a priority on the public agenda. While improvements are required in the educational finance system in Ontario, a major restructuring is neither warranted nor desireable.
- It is essential that sufficient financial resources be made available to school boards to allow them to implement provincially mandated programs. The province must recognize the **actual** cost of programs and provide new or additional funds for all newly mandated programs.
- It is essential that local autonomy remain the cornerstone in the delivery system for public education in Ontario.
- The province must increase an inadequately low ordinary expenditure ceiling and raise provincial support to 60% of educational expenditures in the province.
- Funding for education should remain within the general consolidated revenues of the province and not through an education tax on personal income.
- Sharing of commercial and industrial tax revenues should be done only at the local/regional level and these revenues should be applicable to all expenditures.
- The Education Act should be amended to allow Boards of Education, Roman Catholic Separate School Boards and French-language Boards to form cooperative service units to provide and to purchase education and to deliver both instructional and/or non-instructional services.
- The C.B.E. supports a French-language board in Ottawa-Carleton, while opposing any restructuring of the two public boards in the region.
- Greater provincial control of public education will not improve the delivery of education in Ontario.
- **The Government of Ontario must reaffirm with concrete measures its commitment to equal opportunity and excellence in education in Ontario.**

CARLETON BOARD

b) strongly opposes restructuring of the existing school boards in our region. Our analysis of the situation indicates combining both public boards in our area would provide no added benefits to our ratepayers and would have the potential of raising property taxes in Carleton by 30%. Though the Commission has regrouped into one recommendation, the areas of Ottawa/Carleton, London/Middlesex, Hamilton/Wentworth and Windsor/Essex, a closer study would underline clearly the uniqueness of the National Capital Region. Amalgamation of the two public boards would be neither cost-effective nor efficient;

c) considers that a better solution would be to amend the Education Act to allow boards to establish, on a voluntary basis, legally recognized coordinating bodies and mechanisms where they deem this to better serve the greater good.

The Carleton Board of Education believes that the cooperative service units envisaged in rec. 7 of the Report could incorporate the delivery of both instructional and non-instructional services and the purchase of education described in recommendation 8. The four boards of this region presently have a large number of formal and informal agreements to share/lease/purchase programs, facilities and services. Mandated cooperation is generally counter-productive. Amendments to the Education Act could allow us to expand this cooperation on a voluntary basis.

In summary, the Carleton Board of Education is not opposed to any structure for the delivery of education in Ottawa-Carleton which is effective, efficient, fully representative of all constituencies, able to deliver a wide range of programs tailored to the needs of each student in an equitable way throughout the jurisdiction, is responsive to the various communities served, and will not result in higher educational taxes. We have yet to see a model which can achieve these objectives better than the existing one.

The Carleton Board of Education thus recommends

12. THAT THE GOVERNMENT IMPLEMENT RECOMMENDATION 1 OF THE REPORT: THAT A FRENCH-LANGUAGE SCHOOL BOARD BE ESTABLISHED IN THE REGIONAL MUNICIPALITY OF OTTAWA-CARLETON AND THAT OTHER FRENCH-LANGUAGE BOARDS BE ESTABLISHED WHERE CIRCUMSTANCES WARRANT. (ref. rec. 1)

13. THAT THE GOVERNMENT MAINTAIN THE TWO PUBLIC BOARDS IN THE OTTAWA-CARLETON REGION AS SEPARATE CORPORATE ENTITIES.

14. THAT THE GOVERNMENT ALSO AMEND THE EDUCATION ACT TO PROVIDE FOR BOARDS OF EDUCATION, ROMAN CATHOLIC SEPARATE SCHOOL BOARDS AND FRENCH-LANGUAGE BOARDS TO FORM, ON A VOLUNTARY BASIS, COOPERATIVE SERVICE UNITS TO PROVIDE AND TO PURCHASE EDUCATION AND TO DELIVER BOTH INSTRUCTIONAL AND/OR NON-INSTRUCTIONAL SERVICES. (ref. rec. 7, 8).

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